

Message Text

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ACTION AF-10

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FM AMEMBASSY KHARTOUM
TO SECSTATE WASHDC PRIORITY 4253

C O N F I D E N T I A L SECTION 1 OF 3 KHARTOUM 1434

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E.O. 11652: GDS
TAGS: PFOR, AMGT, SU
SUBJECT: PARM: ANNUAL POLICY AFD RESOURCE ASSESSMENT:
PARTS II AND III- SUDAN

REF: A. CERP 0001, B. STATE 38356, C. KHARTOUM 1199

PART II: RESOURCE ASSESSMENTS

A. STATE

1. PRESENT STAFFING AND FUNCTIONAL RESPONSIBILITIES REFLECT SHARPLY REDUCED SIZE AND LIMITED MISSION OF EMBASSY FOLLOWING BREAK IN DIPLOMATIC RELATIONS IN 1967 AND STRAINED RELATIONS BETWEEN US AND SUDAN IN AFTERMATH RELEASE MURDERERS OF AMBASSADOR NOEL AND DCM MOORE IN 1974. AS INDICATED IN PART I (REF C), SITUATION CHANGED MARKEDLY IN LAST YEAR, AND USG HAS NOW EMBARKED ON MORE ACTIVE, POSITIVE PROGRAM IN SUDAN. WHILE NO QUESTION REVERTING TO PRE-1967 SIZE, EMBASSY STAFFING WILL HAVE TO EXPAND SOMEWHAT OVER NEXT YEAR OR SO IF PRESENT POLICY OBJECTIVES ARE TO BE MET AND NEW PROGRAMS IMPLEMENTED.

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2. THERE ARE NO RPT NO CONSTITUENT POSTS IN SUDAN. WITH DEPARTURE IN EARLY MARCH OF RSO, WHO WILL NOT RPT NOT BE REPLACED, THERE NOW RPT NOW NO REGIONAL POSITIONS IN KHARTOUM. NOR DO WE EXPECT ESTABLISHMENT OF CONSTITUENT POSTS OR REGIONAL POSITIONS HERE IN FUTURE. MOST ANTICIPATED PERSONNEL CHANGES WILL INVOLVE OTHER AGENCIES, THOUGH EMBASSY BELIEVES SOME INCREASE IN STATE COMPLEMENT

WILL ALSO BE NECESSARY.

3. PRESENTLY EXECUTIVE, ECON/COMMIL, CONSULAR AND ADMIN SECTIONS PERFORM TRADITIONAL FUNCTIONS WITH POLITICAL AND MILITARY RESPONSIBILITIES BEING SHARED BY EXECUTIVE AND ECON SECTIONS. WITH DEPARTURE RSO, ADMIN HAS ABSORBED LOCAL SY RESPONSIBILITIES. CLEARLY, IF PRESENT TRENDS CONTINUE AND POLICY RECOMMENDATIONS CONTAINED PART I ARE ACCEPTED, OVERALL WORKLOAD OF EMBASSY WILL INCREASE. INCREASES IN STATE PERSONNEL WILL DEPEND IN PART ON NON-STATE STAFFING DEVELOPMENTS, PARTICULARLY DEGREE TO WHICH AID AND OTHERS CAN PROVIDE THEIR OWN ADMINISTRATIVE SUPPORT.

4. OVER NEXT FEW FISCAL YEARS WE ASSUME THERE WILL BE INCREASING DEMANDS PLACED ON ECONOMIC/COMMERCIAL SECTION AND IN TERMS ORGANIZATIONAL RESTRUCTURING, WE WOULD LIKE TRANSFER ROUTINE POLITICAL (TRANSLATION) AND MILITARY ACTIVITIES PRESENTLY CARRIED ON BY THIS SECTION TO NEW, ONE-MAN POLITICAL SECTION. ADDITIONALLY, NEED FOR MORE POLITICAL WORK WILL ALSO INCREASE, AS MANAGEMENT RESPONSIBILITIES OF AMBASSADOR AND DCM ALLOW THEM LESS TIME FOR SUCH ACTIVITIES (WHICH THEY HAVE LARGELY PERFORMED DURING RECENT PAST). MOREOVER, UNDER SOON TO BE IMPLEMENTED CONGRESSIONAL REQUIREMENTS, DEPT RATHER THAN DOD PERSONNEL ALMNTO NICDLE MILITARY SALES AND TRAINING ACTIVITIES, AN AREA LIKELY TO GROW OVER NEXT FEW YEARS. THIS, PLUS INCREASING DESIRABILITY PROVIDING TIMELY COVERAGE ERITREAN INSURGENT ACTIVITIES NOW THAT CONSULATE ASMARA CLOSED, MAKES CLEAR NEED FOR SECURITY

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ASSISTANCE-CUM-POLITICAL OFFICER AT EMBASSY. MAY ALSO BE NECESSARY ADD FSO OR FSL(S) TO ECON/COMMIL SECTION LIKELY EXPECTED RAPID INCREASE IN US EXPORTS AND OTHER ECONOMIC ACTIVITIES.

5. ALTHOUGH CONSULAR WORKLOAD INCREASING WE DO NOT RPT NOT FORESEE NEED FOR ADDITIONAL AMERICAN PERSONNEL THROUGH FY79, AND BELIEVE NEED FOR ADDITIONAL FSLS UNLIKELY.

6. VIEW PROSPECTIVE INCREASES NOTED ABOVE, SOME EXPANSION IN ADMIN SECTION ALSO LIKELY. EFFICIENT OPERATIONS ARE SEVERELY HANDICAPPED BY LOW LEVEL OF LOCAL LABOR FORCE (BEST OF WHICH LEAVING COUNTRY FOR OPPORTUNITIES IN ARABIAN PENINSULA) AND MINIMAL SERVICES AVAILABLE IN KHARTOUM. EXPANSION AAO AND POSSIBLE RE-ESTABLISHMENT DEFENSE ATTACHE OFFICE (DAO) WOULD REQUIRE ADDITIONAL COMMUNICATIONS PERSONNEL. NEED FOR COMMUNICATORS MAY BE DELAYED WITH INTRODUCTION NEW EQUIPMENT, BUT BY FY79 WE THINK EMBASSY WILL REQUIRE LARGER COMMUNICATIONS STAFF.

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FM AMEMBASSY KHARTOUM

TO SECSTATE WASHDC PRIORITY 4254

C O N F I D E N T I A L SECTION 2 OF 3 KHARTOUM 1434

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7. GENERAL SERVICES AND B&F NEEDS WILL DEPEND CONSIDERABLY ON DEGREE TO WHICH EMBASSY WILL HAVE TO SERVE AID AND MILITARY ACTIVITIES. WITH LARGER OPERATION IT MAY BE NECESSARY TO HAVE AMERICAN B&F OFFICER HERE. IF THIS DONE, IT WOULD ALLOW ADMIN OFFICER DEVOTE MORE TIME TO GENERAL SERVICES AREA. THEREFORE, WE DO NOT RPT NOT ANTICIPATE REQUIRING MORE AMERICANS IN GSO, THOUGH IT MAY BE NECESSARY EXPAND GSO LOCAL STAFF.

8. IN SUMMARY, BELIEVE FROM NOW TO FY79 POST WILL REQUIRE SECURITY ASSISTANCE/POLITICAL FSO, AND POSSIBLY B&F FSSO, C&R FSSO AND ADDITIONAL ECON/COMMERCIAL FSO. ADDITIONAL FSLS WILL BE NEEDED IN ADMIN AND POSSIBLY IN ECON/COMML SECTIONS.

B. OTHER AGENCY PROGRAMS AND RESOURCE LEVELS

9. PRESENTLY ONLY AGENCIES OTHER THAN STATE AT EMBASSY ARE USIS AND AID. SECOND FSIO POSITION RECENTLY ESTABLISHED HERE AND WE DO NOT RPT NOT FORESEE ANY NEED THROUGH FY79 TO EXPAND NUMBER OF AMERICANS OR LOCALS AT USIS. ANTICIPATED EXPANSION USIS ACTIVITIES BEING HANDLED WITH EXISTING STAFF.

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10. FOLLOWING LARGE PROGRAM HERE IN MID-SIXTIES, AID PRESENCE WAS ELIMINATED. BRIEF RESUMPTION IN 1973-4 BY TWO OFFICERS AND THREE LOCALS AGAIN REDUCED WHEN WE PUT POLITICAL 'HOLDS' ON NORMAL USG ACTIVITIES FROM MID-74 TO MAY, 1976. SUBSEQUENTLY AID OPERATION HERE AGAIN EXPANDING. IN APRIL 1977 AMERICAN SECRETARY ARRIVED AND AID/W HAS INDICATED IT INTENDS EXPAND SIZE OF MISSION OVER NEXT NINE MONTHS TO TOTAL SIX AMERICANS WITH SOME INCREASE ALSO OF AID LOCAL STAFF.

11. IN ADDITION TO AAO AND OFFICIAL STAFF, CONTRACT PERSONNEL WILL BE NEEDED IMPLEMENT NEW PROGRAMS. ONE SUCH INCIPIENT PROGRAM WILL BE STAFFED BY ONE-TWO USG PERSONNEL. OTHER USG PERSONNEL LIKELY BE ASSIGNED TO SUDAN SOON UNDER OTHER REIMBURSABLE TECHNICAL ASSISTANCE PROGRAMS. FOR EXAMPLE, NEGOTIATIONS ARE CURRENTLY AT ADVANCED STAGE BETWEEN USGS AND SUDAN GOV. WHICH COULD RESULT IN ASSIGNMENT HERE OF THREE-FIVE USGS PERSONNEL. ALSO UNDER DISCUSSION ARE PROGRAMS WHICH WOULD LEAD TO ASSIGNMENT OF FAA AND FHWA PERSONNEL UNDER PROGRAMS FINANCED, RESPECTIVELYBN BY WORLD BANK AND ARAB FUND. WHILE EXACT NATURE EMBASSY'S SUPPORTING ROLE WITH SUCH USG EMPLOYEES NOT CLEAR, WE ASSUME SOME DEGREE OF EMBASSY SUPPORT WILL BE REQUIRED.

12. EXPECT CONSIDERATION TO BE GIVEN SHORTLY WITHIN USG TO REESTABLISHMENT OF DAO. SUDAN GOV. WOULD WELCOME SUCH A MOVE WHICH WOULD REFLECT CLOSER US-SUDAN MILITARY TIES AS EVIDENCED BY FREQUENT PORT VISITS, MILITARY TRAINING PROGRAM AND SUDANESE PURCHASES US MILITARY EQUIPMENT VIA FMS CHANNELS. ASSUMING AN FSO WILL HANDLE GENERAL SECURITY ASSISTANCE MATTERS (SEE PARA 4) WE SEE NO NEED FOR LARGE DAO AND BELIEVE TWO-MAN OFFICE SUFFICIENT, AS WAS SCHEDULED MID-74. WOULD REQUIRE SOME ADMIN SECTION SUPPORT.

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13. IN SUM, WE ANTICIPATE ABOUT SEVEN MORE AMERICANS IN NON-STATE POSITIONS AT EMBASSY OVER NEXT TWO YEARS. WE ALSO EXPECT AS MANY AS 15 NON-EMBASSY USG PERSONNEL ASSIGNED TO KHARTOUM UNDER AID AND OTHER PROGRAMS BETWEEN NOW AND FY79. THESE DEVELOPMENTS REFLECT IMPLEMENTATION OF NEW PROGRAMS NOW RPT NOW PLANNED TO REFLECT AND EXPAND OUR GROWINGLY CORDIAL OVER-ALL TIES. GIVEN THEIR PECULIAR CHARACTER, I.E., REESTABLISHMENT OF AID AND DAO, IT WILL BE NECESSARY MAKE RELATIVELY LARGE INCREASES IN STAFF BETWEEN NOW AND FY79. THUS, PERIOD WILL BE TRANSITIONAL,

REFLECTING CHANGE IN RELATIONS AND INCREASED IMPORTANCE US
ATTACHING TO SUDAN. THESE FACTORS DESCRIBED IN GREATER
DETAIL IN PART I.

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FM AMEMBASSY KHARTOUM

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C O N F I D E N T I A L SECTION 3 OF 3 KHARTOUM 1434

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A. REPROGRAMMING

14. AS NOTED IN PART II, WE SHOULD RELIEVE ECON/COMML
SECTION OF POLITICAL AND MILITARY RESPONSIBILITIES SO IT
CAN CONCENTRATE FULL-TIME ON PRIORITY EXPORT PROMOTION JOB.
HOWEVER, POLITICAL AND NEW MILITARY REQUIREMENTS MUST ALSO
BE HANDLED. OTHERWISE, PRINCIPAL CHALLENGE FACING STATE
SIDE OF EMBASSY IS IN ADMINISTRATIVE AREA. SPECIFIC
ATTENTION MUST BE PAID TO COMMUNICATIONS. GIVEN SMALL
SIZE OF POST, AS RECOGNIZED PAR 13 REF B, THERE LITTLE
WE CAN DO BUT WE SHALL ATTEMPT KEEP AMERICAN STAFFING
LOW BY USING MACHINES WHERE FEASIBLE AND BY TURNING DUTIES
OVER TO LOCAL STAFF WHERE THAT CAN BE DONE. WE HOPE THIS
APPROACH WILL PROVE EFFECTIVE IN C&R (WHERE IT ALREADY
BEING DONE), B&F AND ECON/COMML AREAS.

B. INCREASES/DECREASES

15. AS NOTED ABOVE, EMBASSY RECENTLY AGREED TO ABOLITION
RSO POSITION. IN LIGHT GENERAL EXPANSIONARY PHASE OUR
ACTIVITIES HERE, WE CANNOT IDENTIFY ANY OTHER POSITIONS
THAN CAN BE ABOLISHED. RATHER, AS NOTED EARLIER, WE HAVE
RECOMMENDED POLITICAL/MILITARY OFFICER POSITION AND
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EVENTUALLY ADDITIONAL C&R, B&F AND ECON/COMM/L POSITIONS.
 JUSTIFICATION CONTAINED PART II. ANY NEW ADMIN POSITION WILL
 BE CORE POSITION.

C. LOWER PRIORITY POSITIONS

16. EMBASSY RECENTLY CONCURRED IN ELIMINATION RSO POSITION.
 ALTHOUGH NO RPT NO OTHER POSITIONS COULD BE DROPPED,
 EMBASSY READILY WOULD, IF REQUIRED, DROP VICE-CONSULAR
 POSITION AND WOULD THEN HAVE COMMERCIAL OFFICER HANDLE
 CONSULAR OPERATIONS AS WELL. RESULT, OF COURSE, WOULD
 SEVERLY LIMIT CONSULAR AND COMMERCIAL SERVICES WHICH
 WOULD NOT MAKE SENSE UNDER EXISTING AND ANTICIPATED
 CIRCUMSTANCES. OF LOCALS, WE WOULD RELEASE ONE OF GSO FSLs.

17. MISSION STAFFING CHART

CURRENT FY77

AGENCY/FUNCTION	AMER OFF	AMER STAFF	FSL PROF	FSL STAFF
STATE	13	12	10	19
EXECUTIVE	2	2	0	1
POLITICAL	1	1	0	0
ECON/COMM/L	2	1	3	1
CONSULAR	1	0	1	1
ADMIN (OF WHICH)	7	8	6	16
COMMUNICATIONS	4	0	0	3
SECURITY	0	8(MSG)	0	0
REGIONAL OFFICES	0	0	0	0
OTHER AGENCIES				
USIS	2	0	7	6
AID	1	1	1	2

PROJECTED FY79

STATE	17	12	11	20
EXECUTIVE	2	2	0	1

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POLITICAL	2	1	0	0
ECON/COMM/L	3	1	4	1
CONSULAR	1	0	1	1
ADMIN (OF WHICH)	9	8	6	17
COMMUNICATION	5	0	0	3
SECURITY	0	8(MSG)	0	0
REGIONAL OFFICES	0	0	0	0

' DENOTES AMBASSADOR'S DRIVER

ALL STATE-SHARED POSITIONS IN FY77 ARE CORE EXCEPT FOR
THREE LOCAL DAS (ONE ADMIN, ONE B&F, ONE COMMUNICATIONS). IF
B&F OFFICER ADDED IN FY79, THAT POSITION WOULD BE CORE.
OTHERWISE DAS/CORE BREAKDOWN WOULD BE SAME AS IN FY77; POSSIBLE
NEW FSL IN ADMIN WOULD BE DAS. BREWER

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